

Route to

School Life



THE UNIVERSAL DECLARATION OF Human Rights

Article 1 The peoples of the United Nations have in the Charter reaffirmed their faith in fundamental human rights, in the dignity and worth of the human person and in the equal rights of men and women and

realize this Universal Declaration of Human Rights as a common standard of achievement for all peoples and all nations, to the end that every individual and every organ of society, keeping this Declaration constantly in mind, shall strive by teaching and education to promote respect for these rights and freedoms and by legislative measures, national and international, to secure their universal and effective recognition and observance, both among the peoples of Member States themselves and among the peoples of territories under their jurisdiction.

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The cover photograph shows a chart of the Universal Declaration of Human Rights. It is appropriate to this month, which marks the third anniversary of Human Rights Week. See article on Education and Human Rights, page 37. The photograph by the Federal Security Agency, follows the same style of presentation used in the filmstrip on The Universal Declaration of Human Rights produced by the United Nations Department of Public Information Films and Visual Information Division.

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THE Office of Education was established in 1867 "for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several States and Territories, and of diffusing such information respecting the organization and management of schools and school systems and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country."



Warren R. Austin



Dwight D. Eisenhower



Bernard M. Baruch



Mrs. Franklin D. Roosevelt

Continue the Fight for Better Schools

MEMBERS OF THE National Citizens Commission for the Public Schools—36 prominent citizens—recently called upon Americans to continue their fight for better schools during the period of mobilization now facing our Nation.

The National Citizens Commission for the Public Schools, a nonprofit organization that encourages citizen participation in public school improvement, received statements in support of the Commission's crusade from many citizens.

SCHOOL LIFE presents the messages addressed to Roy E. Larsen, President of Time, Inc., and chairman of the Commission, by four outstanding Americans—Warren E. Austin, Bernard M. Baruch, Dwight D. Eisenhower, and Mrs. Franklin D. Roosevelt. The Commission's statement

on "Citizens and Schools in the National Crisis" was published in the November issue of SCHOOL LIFE.

Statement by Warren R. Austin

Korea is a foundry where patterns for years ahead are being molded. It is the hot center of conflict between those who would fabricate iron weapons of tyranny and those who would create tools for constructing freedom and well-being. This conflict, however, now dramatically spotlighted in Korea, is world-wide in scope. It will continue long after the fires in the Korean furnace die down. The conflict among the patternmakers may be fought out in economic, social, political, and military terms for years to come. There need not be

world war, but the strength of the free world must increase—spiritually and physically.

American education carries a heavy responsibility for contributing to this strength. Its tasks are great. Students must learn how to unmask the "Big Lie." They must have activities which teach them the values of a free society. Because we cannot afford to waste our manpower, schools must be able to look to the physical and mental well-being of youth. Many young people must be given vocational skills and basic knowledge which will equip them either to take on productive jobs in industry or to assume places in the armed services. All students, to the extent of their abilities, must be trained to assume useful places in democratic life. Finally, they

must have opportunity to learn about world affairs and about the United Nations as an instrument in world affairs through which the purposes of peace can be realized.

As I see it, this means that the Nation must give high priority to its educational system. The needs of the country today cannot be met by schools adequate only for the demands of yesterday. The quality of teachers and buildings must be commensurate with education's heightened responsibility.

Building a stronger educational system calls for widespread citizen support. By focusing attention on the country's need for better schools, the National Citizens Commission for the Public Schools is contributing to the Nation's strength.

Statement of Bernard M. Baruch

I owe one of my greatest debts to the teachers of my boyhood and feel that our teachers do most for our society and are recognized least. They have molded the character and conscience of the Nation and have implanted our people with ethics, decency, character, and will to do the very best.

We certainly must continue to strengthen the role played by our teachers and our

schools. Education will help our citizens to distinguish between truth and falsehood, and thus better our chances for freedom.

Statement of Dwight D. Eisenhower

The American public school is the principal training ground for informed American citizenship; what is taught in the classroom today shapes the sort of country we shall have decades hence. To neglect our school system would be a crime against the future. Such neglect could well be more disastrous to all our freedoms than the most formidable armed assault on our physical defenses.

The lowering totalitarian menace on the international horizon must not blur our perspective. America will arm itself and survive. But the gravity of our problems and the resolution required to end them emphasize again that our chief resource is the American citizen's intelligence and understanding, readiness and capacity to do his full duty.

When real peace is achieved—as it surely will be, however distant it may now seem—this will be a nation of better citizens, more conscious of their blessings, more resolute in their responsibilities, more dedicated to their freedoms, if even in these crisis-days

we are vigilant that our school system continues to improve in physical facilities, in the calibre of its teaching staff, in education for citizenship.

The National Citizens Commission for the Public Schools is committed to that purpose and has rallied a great host of fathers and mothers behind it. Even as the men and women in our armed forces, these men and women merit our loyalty and support. Where our schools are concerned, no external threat can excuse negligence; no menace can justify a halt to progress.

Statement of Mrs. Franklin D. Roosevelt

I am very glad to add my voice to those of the members of the National Citizens Commission for the Public Schools. In spite of the necessity to increase our expenditures for national defense we must not curtail expenditures for constructive work and our progress in providing educational opportunities for our children. The success of democracy depends upon an enlightened citizenry and as the world grows more complex, it is even more important to continue our efforts in the field of public education.

Three-Year Report on Life Adjustment Education

"GOOD SCHOOLS don't just happen! Pupils, parents, and teachers must realize as never before that what our schools do or fail to do today determines the kind of citizens, homemakers, and workers we will have tomorrow."

These words form the central theme of the Report which the Commission on Life Adjustment Education for Youth presented for consideration at the fourth National Conference on Life Adjustment Education held at the Hotel Sherman in Chicago, Ill., October 16-18.

In May 1947, the first National Conference on Life Adjustment Education recommended the formation of a Commission "for the purpose of promoting, in every manner possible, ways, means, and devices for improving the life adjustment education of all youth of secondary school age." The 1947 Conference also recommended that the new Commission should report in writing, at the end of 3 years, to a national

conference of educators from American secondary schools.

The 1950 Chicago Conference considered the Commission's Report, formulated recommendations for the continuance of the Commission, and submitted suggestions for modifying and expanding the original Report. As drafted by the Commission on Life Adjustment Education for Youth, after completing its 3-year study, the Report revealed that "one of the real challenges to schools in the days ahead is that of providing boys and girls opportunities to achieve economic, social, and political maturity."

As of July 1950, 20 States had appointed new committees or designated existing committees to cooperate with the national Commission on Life Adjustment Education for Youth. The Commission's summary of activities during the past 3 years included the reports of 10 States which have

been carrying on secondary school curriculum revisions along lines recommended by the Commission.

"The aim of life adjustment education," according to the Report, "is to develop an individual who achieves reasonable compromises between his own aspiration, attainment, and happiness, and the welfare of society as a whole. The realization of this goal involves separate planning with regard to each pupil . . . for years some leaders have been at work in secondary schools helping to bring about school reorganization in the direction of life adjustment education. Under such leadership, many high schools have progressed a long way toward the development of educational services useful to each pupil and to the enrichment of his daily living."

The Commission's Report goes on to point up the importance of "fact-finding,"

(Continued on page 38)

Waging Peace Is an Educational Task

by Homer Kempfer, Specialist for General Adult and Post-High School Education

WHEN the chips are down, Americans know how to win wars. Intelligence, initiative, manpower, and natural resources are focused on the task at hand until the last battle is over. Then, too often, we relax.

Problems solved by wars do not stay solved. Wars change some forces and remove some threats, but new tensions soon arise, which, if not relieved, often lead again toward war. We must gain insight into this situation and break the circle.

"Peace has to be made or it can't be kept." So said Ralph J. Bunche, educator, statesman, director of the United Nations Division of Trusteeship, and the 1950 winner of the Nobel peace prize. The future, of course, cannot be foretold, but Dr. Bunche and many others in high places do not think a third war is inevitable *provided we learn in time to wage peace.*

That is the necessary insight. We need to learn that peace has to become as dynamic as war—that peace isn't a static thing—that it is positive progress—that it has to be created—continuously waged. We need to learn that energy spent in the resolution of human problems all around the world is *creating peace.* We need to learn to spend far more energy in peace-making activities, to mobilize our total manpower to win the peace and to keep it won. We need to learn that there are better ways, less costly ways, of changing men's minds and behavior than through force of war.

As the United States and other democracies face a long period of international tension, alternative ways of gaining peace must be weighed.

Preventive war? That is out—a primitive, uncivilized way.

A state of armed readiness? That probably will have to be, but, by itself, is a negative approach to peace. Historically, military force has never for long guaranteed the kind of peace desired by free men.

Another way is necessary, a positive program of building understanding and good will among all peoples, everywhere. This

is a mission for education although it does not exclude armed readiness. As war belongs to the military, so peace building is the educator's task. In modern times, both require the full energies of everyone. Waging peace is everybody's job. Every man, woman, and child can take part—must take part.

Building peace is a complex undertaking. It is fully as intricate as waging modern war. It will take time, possibly a generation, which military and industrial strength must provide. As we plan militarily for the long pull, we must mobilize even stronger forces for waging peace. Building a warless world will take resources which we have freely spent in armed conflict but have reluctantly used to win peace. If money to help people throughout the world solve their real problems is increased, billions for battles may decrease. The cost of the entire Marshall Plan has been less than the appropriations brought on by the war in Korea. Enough lives devoted to brotherly helpfulness can save lives in armed conflict. The small beginning in Point IV gives great hope to people in undeveloped areas. Peace that satisfies the democratic spirit can be created when enough people are willing to serve in a world army of peace builders. Like soldiers, they must become aware of their roles and be trained for them.

Building this awareness and providing the training are tasks for education. If a teacher or administrator deeply believes that men can learn to live together in peace, and that peace is dynamic and must be positively waged, *then* he is a commissioned officer in the army of education fighting for peace. Volunteer leaders are noncommissioned officers, and citizens who continue learning and working for peace are enlisted personnel.

Many battles for peace can be fought without an act of Congress. As long as danger of war exists, local civilian defense activities may be necessary; but an even more thorough-going peace-waging machine needs to be built. Much of the

structure for waging peace already exists. Boards of education, community councils, committees, and innumerable neighborhood and community organizations are among the policy-making bodies in this struggle for peace. Each has its duty—all guided by ideals expressed in such documents as the Magna Charta, the Declaration of Independence, the United Nations Charter, and the Universal Declaration of Human Rights. If these local groups do their work well, peace may be won; if they fail, it will be lost. Like any single battalion, they cannot win the whole war, but they can help mightily.

Battles for peace can be fought on every front—in cities, villages, and hamlets, at home and abroad, wherever people are. Behavior patterns of both peace and war are derived largely from the culture; for the most part they are learned. One task of education is to help people improve their culture—to help it yield better answers to problems. To do this successfully the school must accept responsibility for helping the *whole* community to change. The adult community, as well as children and youth, must be mobilized through education for waging peace.

Specifically, what are some of the missions for peace in which the modern community-oriented school can take leadership?

Build World Understanding Directly

A few thousand leaders from the occupied and other countries tour and study in the United States each year under a variety of auspices. Most of them benefit greatly from this experience and many of them help make material changes when they go back. Teachers are exchanged; college and high-school students spend a year or longer here. Schools can see that the foreign visitors have opportunity to get inside America—see family life in operation, see the power and methods of people working for community improvement through democratic group action, see the benefits of free public schools, see our industrial and

business processes, see the progress we have made toward democratic ideals as well as some of our unsolved problems.

Understanding of the common elements in humanity has a chance to develop when natives of the Orient, Africa, Europe, and other areas associate in classrooms, on campuses, on playgrounds, and in community groups with their age mates. In this respect foreign visitors are resources. We can learn much from them. Rabid nationalism can often be tempered by mutual understanding of common ideals.

In a growing number of communities, organizations are reciprocating by pooling their resources to send young people as community ambassadors to spend a few weeks or months to live with a family abroad. Under joint school-community sponsorship, dozens of organizations at Niagara Falls, New York, contributed money to send three young people last year and two this year to Europe. They are a program resource to community organizations upon return.

Hundreds and thousands of towns and community organizations can "adopt" their counterparts in a foreign country and establish and maintain communication, exchange visitors, and develop ties in other ways. Dunkirk-to-Dunkerque projects and similar enterprises can help build international understanding and help melt down the barriers of boundaries. All technical assistance need not stem from government. Universities, research agencies, developmental committees, and other private agencies can adopt specific areas in foreign lands and arrange lend-lease programs of mutual assistance. Hardly anything that we could give would cost as much as war.

The good wrought by these projects could be multiplied if more American families and communities would volunteer to help. Many families have given a boy to war. Some are now giving and many more could give a home to a foreign student or visitor for the cause of peace. The above programs and similar ones, multiplied many fold could build bridges of understanding by helping people speak to people. Science and technology have simplified communication and transportation. Travel and civilian maintenance cost only a fraction as much as maintaining a soldier in war. The school, in addition to taking community leadership in developing projects in international understanding, could

do specific tasks. Language teaching, study of cultural anthropology and foreign cultures, orientation of Americans for foreign travel, and preparation of a community for receiving visitors are among the educational tasks contributing to peace.

Help All Americans Achieve Human Dignity

America has long illustrated the possibilities of many cultures living together in peace. While the peace-maintaining possibilities of the ideals of cultural pluralism are not universally understood, they have been demonstrated in the United States and in enough other countries to warrant world-wide application. From the days of the Pilgrim Fathers to the DP's (Delayed Pilgrims), people of many nations, languages, ethnic origins, and religious backgrounds have found freedom and opportunity here. Certain intergroup prejudice and discrimination based on time of arrival, place of origin, color of skin, language, and religion, however, still exist in many quarters even though, from time to time, we have made and are still making great progress in extending to various ethnic groups within our borders opportunities to improve their level of living. These intolerances keep America from developing the internal strength and external influence which this country should be able to exert for peace. There is ample evidence that discrimination practices in our culture weaken our influence in international dealings far more than most Americans realize. When the Spanish-speaking, Negroes, orientals, and other minority groups in our midst are permitted to earn full privileges, rights, and duties, America's voice at world council tables will become clearer and our economy will be stronger. In few countries can individuals of varied ethnic backgrounds enjoy greater freedom and opportunity than in the United States, but we must continue to see that individual merit rather than class is increasingly the basis of distinction.

Education can help make citizens aware of the effects of intergroup discrimination and can help them develop new understanding and behavior patterns. Hortatory methods are weak. Legislation is useful primarily if it is preceded and accompanied by sound education. Education need not take the generations formerly thought necessary. Community self-surveys in-

volving scores of organizations and hundreds of community leaders can bring about significant change. Educational methods of integrating qualified minority-group workers into business and industry have proved effective. Local councils on human relations can take many other steps to build intergroup understanding. Communities can organize to assist with the assimilation of DP's and other immigrants rather than letting them settle in foreign-language-speaking colonies as in generations past. Schools should take leadership and play important roles in seeing that educational methods are used in these community-wide projects. United communities embracing all the cultural elements within them are the building stones for a united world.

Develop Civic Responsibility

A representative democracy can have domestic and foreign policies as good as its citizens help build. Recognition of the theory that democracy depends upon an educated electorate is widespread, but citizen participation in policy formation remains low. Education for civic responsibility is not yet sufficiently effective. Too few youth and adults feel responsible for making local government serve the interests of all. The number who see how they can contribute to building a better state, a more serviceable national government, or a strong United Nations is still smaller. There are hundreds of ways of participating in civic life, yet seldom do 50 percent of our adults vote—a most basic and simple civic responsibility. Of major age groups the voting rate is lowest among young adults, those most recently out of school. Usually fewer than half of any age group participate in group consideration of local, State, national, or international problems. Waging peace in a modern world requires a fully alive body politic, one in which every citizen at his level of competence is aware of the major public issues and the implications of alternative solutions. If peace is to come in any democratic way, then all people must learn to participate in making the decisions which affect them.

As the state is interested in education primarily as a means of self-perpetuation, the public schools should see that citizens of every age are made and kept aware of their civic responsibilities. This task is never finished. Civic education through-

(Continued on page 44)

Education and Human Rights

by Helen Dwight Reid, Chief, European Section, Division of International Educational Relations

THE UNITED NATIONS Educational, Scientific, and Cultural Organization, at its General Conference in Florence last May, adopted a resolution enjoining "an intensive campaign with a view to providing a better understanding of Human Rights and of the part played by them in society and in the relations between peoples."

Jaime Torres Bodet, Director General of UNESCO, wrote in mid-September to the governments of the Member States, asking their cooperation in "the patient, planned and sustained work of collective education that we are called upon to carry out," and offering a program for observance in the schools of Human Rights Day—or preferably Week, since December 10 falls on Sunday this year. Dr. Bodet suggests, "teachers might be asked, in teaching their various subjects, to lose no opportunity of explaining the history of Human Rights and the meaning of the Universal Declaration. While certain subjects lend themselves more readily to this, the process can be applied to nearly all of them."

"In *History* classes, the teacher can tell his pupils to what extent human rights were or were not respected at such and such a place; if he is dealing with a fairly remote past, he can describe the progress accomplished since, and so outline the history of the slow conquest, by man, of the rights that are now recognized as being his. The same applies to curricula in *Social Studies*, which provide many opportunities of commenting on certain Articles of the Declaration (the right to work, the right to education, etc.) In *Geography* classes, it is . . . possible to bring out . . . the similarity between forms of human activity under like or identical geographic conditions . . . and to present these series of facts as one of the universal bases of the Declaration. In *Civics*, one could, say, devote one session to a study of the points of connection between the national Constitution and the Universal Declaration of Human Rights."

"In many of the pieces of *Literature*, ancient or modern, that are read or studied in primary or secondary schools there is no difficulty in pointing to human rights, as

invoked, defended or violated by the protagonists in conflicts of ideas or passions. The teacher imparting elementary notions of *Philosophy* can outline to his class, briefly, the philosophic history of human rights and examine, with his pupils, the notions of 'right' and 'duty.'

"Teachers of *Science* (Biology, Physics, and Chemistry) can in a few sentences emphasize the unity of the 'human state,' which is everywhere subject to the same laws, and remind their pupils that scientific progress can only be a benefit if it is accompanied by respect for human rights."

"IN THE FIRST PLACE, therefore, the text of the Universal Declaration of Human Rights should become a feature of the classroom. The child must be shown how, from the outset, his life at home and at school is influenced by its principles; it is even well to convince him that the instruction he receives flows likewise from those same principles; and above all, he must be taught to realize that the rights conferred upon him imply that he for his part will, now and in the future, fulfill corresponding duties, so that all of his fellows may enjoy the advantages that he himself enjoys."

—JAIME TORRES BODET
Director General UNESCO

Finally, the *Art* teacher can suggest to his pupils that they draw or paint scenes, described by him or imagined by them, illustrating the application of human rights; and the work thus produced by a class or by a school can then be used to form an exhibition.

"The object is, of course, not to introduce human rights into the curricula artificially, but to make use of the fact that all science and all studies presuppose the existence of universal rights and the accepting of the duties they imply. . . . Even in the brief space of a week, a child can discover the reality underlying the abstract terms of the Declaration, if his creative imagination is given free rein and his desire for action is satisfied. . . . Here, for example, are a few activities that might

be assigned to pupils of between 10 and 15 years of age, in teams or individually:

"Composition and production of short plays.

"Organization of several teams within a given class, each team being instructed to draft comments on a group of Articles in the Declaration.

"Election of 'observers' having the task of finding, in the daily life of the class, examples of the application of human rights.

"Drafting of a message addressed, on the occasion of Human Rights Day, to the pupils of other schools either within the country itself or abroad."

Educators everywhere have an especial interest in article 26 of the Declaration, which states categorically certain principles not yet fully realized even in the most advanced countries. It reads:

"1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be equally accessible to all on the basis of merit.

"2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace . . ."

The United States National Commission for UNESCO suggests that any project about Human Rights, from a single discussion to a long-term program involving the whole community, "can move forward through seeking answers to the following questions:

"1. What is the historical background of the rights which the Declaration enumerates?

"2. What is the significance of the Declaration in the world today?

"3. How can we use the Declaration as a yardstick to be applied to our own country, our community, ourselves?

"In the long history of mankind's struggle toward maximum fulfilment and self-realization it is possible to trace the story of human rights through three channels:

"1. as a philosophic concept: Intimations of the dignity and worth of the individual have been an emergent but disconnected theme since earliest times. . . . These teachings are the common characteristics of the world's leading philosophers, the hallmark of its great religions, and for brief and infrequent periods a few enlightened rulers have attempted to put some of them into practice.

2. "as stated in declarations and legal instruments or accepted as customs by individual nations: The protection or guarantee of many of these rights has been recognized by many nations for their citizens. . . .

"3. as a recognizable set of principles which can be applied to all people anywhere—not because they are citizens of any one particular country but because they are born into the world . . . human beings."

What makes the Declaration such an historical landmark and of such significance in the world today—is that its rights apply to a person not because he belongs to a particular race, or nation, or religious group, but because he is a member of the human family. In this generation the renewed emphasis upon human rights has been in large degree a reaction against abuses, for as the world saw many basic rights and liberties nullified under dictatorships preceding and during World War II, people everywhere looked for renewed affirmation of the dignity and worth of the human spirit. Are such rights inalienable, by nature belonging to a person regardless of the society in which he finds himself, as is the contention of western civilization? Or are they held on sufferance of the state, a point of view continually reiterated by the Soviet nations? Happily, the former concept became the accepted one. When the Declaration was put to a vote before the General Assembly of the United Nations in December of 1948, it won the wholehearted approval of 48 member nations; two representatives were absent, eight abstained, but none voted against it. The point has been emphasized by Dr. Philip C. Jessup, United States Ambassador at Large:

"It is not a new thing in American history that we care and care deeply what happens to human beings throughout the world. What is new is our acceptance, along with that of the great majority of other members of the family of nations, of the principles which give us a legal as well as a moral interest in human happiness."

The UNESCO Story, a resource and action booklet prepared by the United States

National Commission for UNESCO, has a chapter on Human Rights that should be helpful in planning school activities. The UNESCO Relations Staff, Department of State, Washington 25, D. C., will supply single copies free to schools requesting them, together with some new posters and other materials on Human Rights, so long as their limited supply lasts. Here are a few additional materials that would be useful:

America's Stake in Human Rights: A resource pamphlet suggesting teaching activities, prepared by the National Council for the Social Studies, 1201 Sixteenth Street NW., Washington 6, D. C., September 1949; 25 cents.

Freedom's Charter, the Universal Declaration of Human Rights, by O. Frederick Nolde, with introduction by Eleanor Roosevelt: Illustrated account of the effort to guarantee basic rights; F. P. A. *Headline Series*, No. 76, 1949; 35 cents from Foreign Policy Association, 22 East Thirty-eighth Street, New York 16, N. Y.

Human Rights—Comments and Interpretations: a symposium edited by UNESCO, with an introduction by Jacques Maritain, presenting the views of 32 thinkers of many nationalities; could be used by advanced senior high school or college students as source material for programs on the philosophy of the Declaration; Columbia University Press, 2960 Broadway, New York 27, N. Y., 1949, \$3.75.

Human Rights: Unfolding of the American Tradition: A selection of documents and statements compiled by the Division of Historical Research, Department of State, 1949; available on request, so long as supply lasts, from UNESCO Relations Staff, Department of State, Washington 25, D. C.

Improving Human Relations Through Classroom, School and Community Activities: A compilation of materials published in recent years dealing with educational principles for better human relations, human relations in the curriculum (content and method) and human relations in the total school program; National Council for the Social Studies, November 1949, 50 cents.

Our Rights as Human Beings: A discussion guide on the Universal Declaration of Human Rights prepared by the UN Department of Public Information for teachers and group leaders, 1949; Columbia University Press, 15 cents.

The World at Work: A pamphlet presenting the economic and social work of the United Nations, including the structure and activities of each of the specialized agencies (UNESCO, FAO, WHO, etc.), and of the commissions under the Economic and Social Council (Human Rights, Status of Women, etc.); comments, questions, and illustrative charts; Rotary International, 35 E. Wacker Drive, Chicago 1, Ill., 1949; 50 cents.

THREE-YEAR REPORT

(Continued from page 34)

"follow-up studies," and "drop-out studies" in school administration. "The reasons given by drop-outs for leaving school are frequently symptoms of causes rather than causes themselves," the Commission states. "If a school's holding power is low, an analysis should be made of the factors causing pupils to drop out of school. On the basis of the study, steps should be taken to improve holding power."

The Commission also states that the "greatest achievements in the direction of life adjustment education have been made in those communities which have begun where the people . . . used the resources of the community for educational purposes. The best way to cause lay citizens to want better school programs and insist upon them is to involve them directly in the fact finding, interpretation, planning, and evaluation that are essentials in education as a cooperative community enterprise."

With reference to its ideas on the content and method of high school instruction, the Commission set forth "certain underlying principles which school faculties take into consideration in developing an effective curriculum in citizenship." A summary of these principles follows:

The program is planned to include all pupils; the emphasis is on acquiring "civic competence"; the class operates as a social unit which includes participation of all its members; each pupil is helped to "relate his own aspirations and activities to the life and work of the school"; each pupil is helped to understand his community and is encouraged to participate in the life of that community; courses of study designed to meet the needs of the pupil are the foremost concern of the school; and evaluations are made in terms of growth in understanding and changes in behavior.

"The ultimate goal for the program of citizenship," the report finds, "is to help every pupil function as an active citizen in all the communities in which he lives, from his local community to the United Nations."

Recommendations of the several working groups at the National Conference on Life Adjustment Education for Youth will be followed in revising the 3-year report to the Commissioner of Education. After revision, the report will be printed and made available to all high schools throughout the United States.

The Office of Education—Its Services and Staff

The Commissioner's Office

THE United States Commissioner of Education, under the general direction of the Administrator of the Federal Security Agency, is responsible for directing the program and activities of the Office of Education and for the administration of all funds appropriated by the Congress to the Office for allotment to the States and local communities. As head of a constituent unit of the Agency, the Commissioner maintains policy liaison with the Administrator, the Executive Office of the President, the Congress, other Government agencies, and State departments of education and institutions.

The organization of the Office is structured so as to implement sound principles as applied both to education and to public administration. In its general outline, the organization parallels the different levels and types of educational systems and institutions commonly found in the States and local communities of the Nation. It provides for the centralization in the Commissioner's office, of administrative and supervisory responsibility and authority for the operations of the Office as a whole. Within this framework there is provision for the proper devolution of authority and responsibility toward the periphery of the organization in order that administrative control can be made consistent with the pooled thinking of professional personnel at all levels. The Commissioner's office is responsible for the development of appropriate methods of insuring effective program planning and execution and for the development of policy regarding the conduct of Office programs. In this office, general direction is given to operations which affect education in general and the effectiveness of Office performance in particular. Here machinery is developed for

the coordination and evaluation of field service and conference activities of the Office staff.

The Commissioner's office provides machinery for identifying the problems toward which the professional program of the Office is directed. It assembles the means for effective accomplishment of these programs and for evaluating progress, and it provides central administrative services to assure effective work of the staff in the program divisions. The Commissioner receives the advice of the General Planning Council, consisting of heads of Divisions and selected staff officers, in planning and coordinating the over-all programs that are office-wide in their implications. This Council views program recommendations prepared by interdivisional committees of professional staff members who are concerned with particular subject matter areas whose assignment is to survey the broad needs in American education in relation to the fields of interest which they represent. By the process of program proposals following study by these groups, by analysis of these by the General Planning Council, and by consideration of recommendations of the General Planning Council by the division directors, who are the operating heads of the program divisions in the Office, recommendations for specific projects to be undertaken in a given period are placed before the Commissioner. He is thus able to determine the areas of endeavor to which the Office shall address itself within the bounds of its legislative authority and funds appropriated to it by the Congress.

There are centralized in the office of the Commissioner responsibilities for the direction of certain activities which cut across the field of interest of several of the Divisions. These include the consideration of legislation affecting the field of education and, in addition, coordination of program

plans for literacy education and intergroup or intercultural education. Other responsibilities concern relations with professional and lay groups constituted to advise with the Commissioner.

Direction is given to the management activities of the Office by the Commissioner's immediate staff. This responsibility involves the coordination of administrative management activities with program activities in order to assure continuous improvement of program operations. The Commissioner's office gives attention to management improvement in its larger sense by the correlation of the legislative and budget planning process with the program planning process. Program preparation, execution, and evaluation are continuously under way and the Commissioner has at all times an overview of the plans of the Office and accomplished progress.

Staff, Office of Commissioner

EARL JAMES McGRATH, Commissioner of Education
RALPH I. GRIGSBY, Deputy Commissioner
BESS GOODYKOONTZ, Associate Commissioner
BUELL G. GALLAGHER, Special Consultant to the Commissioner
LANE C. ASH, Executive Assistant to the Commissioner
AMBROSE CALIVER, Assistant to the Commissioner
LUCILLE G. ANDERSON, Administrative Assistant
MARIE E. SCHUTT, Budget and Fiscal Officer
CLAIRE M. O'NEILL, Budget and Fiscal Analyst
JAMES J. CONWAY, Fiscal Accountant
R. C. CHRISTOFFERSON, Personnel Officer

SCHOOL LIFE here presents another in the series of statements on the Office of Education begun in the April 1950 issue. This presentation reports on the services and staff members of the Office of the Commissioner of Education.



Education for the

PROBABLY THE MOST significant conference for education in the emergency during the month of October was the Conference on Higher Education in the National Service held October 6-7 at the call of the American Council on Education in Washington, D. C.

Approximately 1,000 educational leaders attended this meeting to hear Federal Government officials report on emergency programs which have implications for higher education, and to plan in general and sectional meetings "for the most effective utilization of our colleges and universities, both for the long-range future and to meet immediate and foreseeable emergency needs."

In a special message to the conference, President Truman said in part, "The institutions of higher education provide a reservoir of resources of utmost importance to the national welfare and defense . . ." Responding to the challenge of the President, the conferees reaffirmed the declaration which was made at a Conference on Higher Education and the War in 1942, as follows: "We pledge to The President of the United States, Commander-in-Chief of our Nation, the total strength of our colleges and universities—our faculties, our students, our administrative organizations, and our physical facilities."

Declarations

Six general resolutions or declarations were adopted by the Conference on Higher Education. These were:

1. The greatest power of the Nation lies in well-educated and well-trained men and women. To increase this power, it is imperative that opportunities for higher education for secondary school graduates of superior ability be substantially increased, irrespective of race, creed, or economic status.

We pledge the maintenance of high educational standards.

A properly safe-guarded student deferment policy is in the national interest. Such deferment should employ measures of individual aptitude and capacity and also take cognizance of the continuing educational performance of the individual. It should not be based on courses or curricula leading to specific professions or vocations, except in so far as such specific deferment is now established by law or directive or shall later be judged to be necessary in the national interest. There is an obligation on the part of deferred students to serve in the armed forces or in other work of national importance on the completion of their education.

2. In order that all available facilities of institutions of higher education may be used to the maximum extent in the service of the Nation, we recommend that a detailed survey of such facilities be undertaken as soon as practicable.

It is imperative that any program of priorities and allocations which may be established by the government include educational institutions at a sufficiently high priority level so that they may further effectively render essential services for national defense and public welfare.

3. Basic research in all fields of knowledge should continue unabated. Universities must, in all probability, undertake an increasing amount of applied research of military interest. We commend the principles and policies under which the Office of Naval Research has been conducted as exemplifying satisfactory relationships between universities and government agencies.

4. We recommend that colleges and universities assume their full responsibilities as community and educational leaders in the program of civil defense.

5. We pledge the resources of higher education to define and promulgate the principles of American democracy both among our own people and to the other peoples of the world. Furthermore, we welcome the cooperation of Federal agencies in strengthening program for international responsibilities, particularly in the Far East.

6. Finally, the Conference directs the standing committees of the American Coun-

cil on Education to continue the study of the topics discussed in these resolutions and in the reports of our special section meetings and urges the Council to participate actively in the continuing process of national planning concerning all aspects of the relationships between higher education and the Federal Government in these days of crisis.

Sectional meetings discussed specific problems and reported to the conference as a whole on (1) military and other training programs; (2) research; (3) contractual relations with governmental agencies; (4) allocation of matériel; (5) manpower utilization; (6) policies relating to student admission and withdrawal; (7) acceleration; (8) civil defense; (9) continuing essentials of higher education, and (10) education for international responsibilities.

1950 not 1941

Commissioner of Education Earl James McGrath addressed the opening session of the conference on the subject, "Higher Education, National Defense, and Public Policy." He said that "facing a long haul, we have not only to build combat strength and keep it at a high level indefinitely, but also to equip the oncoming generation of youth for life in this new world and, at the same time, greatly to extend and strengthen the basic services which meet the nonmilitary needs of the people. Policies and programs which were adequate 'the last time' will not do today. 1950 is not 1941. . . . Military know-how and educational know-why, basic essentials in all fields—these are the considerations of national policy which may guide higher education in the years ahead," said the Commissioner. The complete address appears in the November 15 issue of HIGHER EDUCATION.

A 20-page preliminary report of the Conference on Higher Education in the National Service is available from the American Council on Education, 744 Jackson Place, Washington, D. C. Up to 50 copies

e Nation's Defense—III



will be sent without charge to any institution or organization, upon request. A complete report of the conference will be ready in a few weeks.

Tentative plans are being made for another meeting of the National Conference for Mobilization of Education in Washington, D. C., early in 1951. Ad hoc committees have been appointed by the chairman of the Conference to consider emergency-related educational problems. These committees and their chairmen are as follows:

Universal Military Training, J. Kenneth Little; Child Care Centers and School Extension Services, Mary E. Leeper; Programs for Training Industrial and Other Workers, L. H. Dennis; Training of Children and School Personnel in First Aid and Home Care of the Sick and Injured, Paul E. Elicker, and Expansion of Conference Participation, Ralph McDonald.

Edgar Fuller is serving as chairman of a committee to study the nature and content of the next national conference, based upon recommendations of organizations to participate.

To acquaint State department of education representatives and others with provisions of Public Laws 815 and 874 (see p. 46) the Office of Education sponsored a conference on October 19 and 20 in Washington, D. C. The State representatives from Delaware, Maryland, New Jersey, Ohio, and Pennsylvania, and superintendents of schools from Fairfax County, Va., Chester, Pa., and other points, met with officials of the Army, Air Force, Navy, Community Facilities Service, Bureau of Mines, and other Government agencies to consider problems of providing school assistance in federally affected areas.

The Office of Education issued a Defense Information Bulletin on October 18 on "Defense Mobilization Assignments in the Office of Education." (See p. 20, November 1950 SCHOOL LIFE.)

On the same day, the Fourth National Conference on Life Adjustment Education for Youth came to a close in Chicago, Ill., after a 3-day series of general sessions and working group meetings devoted to summarizing 3 years' activity in life adjustment education throughout the United States stimulated by the Commission on Life Adjustment Education appointed by the Commissioner of Education in 1947. Addressing the opening session, Commissioner McGrath urged the conference to give increased consideration to the effects of low family income on education. He called for acceleration of programs of life adjustment education for youth to meet emergency and peacetime needs. The report of the Commission on Life Adjustment Education for Youth covering the period 1947-50 will be revised in accordance with recommendations of working groups at the Chicago conference and will be available in printed form at a later date. First copies of a new life adjustment education publication just published by the Science Research Associates, Chicago, Ill., were distributed at the national conference. The content was prepared by staff members of the Office of Education. The title of the publication is "Good Schools Don't Just Happen."

For Veterans

The American Council on Education recently circulated a bulletin reemphasizing the entitlement of veteran students reentering the active service. Originally issued by the Veterans Administration, the directive referred to is quoted in part:

" . . . any veteran who has initiated his course of education and training, whose conduct and progress in such course has been satisfactory, and who is prevented from resuming education or training before 7/25/51, or the date four years subsequent to his discharge, will be permitted to resume education or training within a reason-

able period following his release from the active service, even though such release is subsequent to 7/25/51." A directive of the National Production Authority effective October 27, 1950, has many possible implications for schools and colleges. Release NPA-37 of October 26, calls attention to the directive known as NPA Order M-4, the purpose of which is the conservation of materials in short supply needed for national defense. NPA Order M-4 lists 44 specific types of "prohibited construction," among which are the following: Assembly hall used primarily for recreation or amusement; athletic field house, bleachers, and similar seating arrangements; community recreation building; gymnasium, except where incidental to a building used for general classroom, laboratory, or other instructional purpose; recreational club, any kind; stadium; swimming pool, except where incidental to a building used for general classroom, laboratory, or other educational purposes.

Fewer Students

The National Production Authority has also announced its policy on the dissemination of information "for the convenience of industry and the general public." Information "on all aspects of NPA activities will, insofar as possible, be made available from the field offices of the Department of Commerce." (List of field offices is available from the Department of Commerce, Washington 25, D. C.)

At the time of going to press, the Office of Education Research and Statistical Service released information on the 1950 fall enrollment in the Nation's colleges and universities. These data, available in summary form in Federal Security Agency Release B-11, of November 9, and in more detail in Office of Education Circular No. 281, reveals a decrease of 6.6 percent in the 1950 higher education enrollment from the peak 1949 enrollment.

Fourth National Conference on Life Adjustment Education

NEARLY 200 educational leaders from all parts of the United States attending the Fourth National Conference on Life Adjustment Education for Youth at the Hotel Sherman, Chicago, Ill. (October 16-18) heard Earl James McGrath, United States Commissioner of Education, challenge the Nation's high schools to accelerate programs of life adjustment education for youth to meet emergency and peacetime needs.

Commissioner McGrath told the conference, "I doubt if the high-school program will be seriously disturbed by the drawing out of students in this emergency. I am certain, however, there will be a reexamination of high-school programs in terms of the emergency and the long-time pull. There will be an acceleration of life adjustment education as the result."

The Commissioner of Education cited, as an example of the need for high-school education adjustment in this period of world unrest, the request of the American Red Cross to the Nation's high schools for assistance in providing first aid instruction for 20 million persons as a civil defense measure.

Dr. McGrath said the reason so many high-school youth drop out of high school before they graduate is that their parents cannot afford to have them continue their studies. He said that of every 1,000 who enter high school today, only 481 continue to graduation. "I hope the Commission on Life Adjustment Education for Youth will not fail to give consideration to the effect of low family income upon education," said the Commissioner.

Benjamin C. Willis, Superintendent of Schools, Buffalo, N. Y., and chairman of the Commission on Life Adjustment Education for Youth since 1947, presented to Commissioner McGrath the report of the Commission's activities during the 3-year period from 1947 to 1950 for which it was originally appointed by the Commissioner of Education, and expressed appreciation to the Office of Education, Federal Security Agency, the State depart-

ments of education, and local school systems for their cooperation in this educational program and in preparation of the report. He introduced to the conference the members of the Commission on Life Adjustment Education for Youth, and also expressed appreciation for their efforts in helping to make programs of secondary education in the United States more effective.

Marcella Lawler, of Teachers College, Columbia University, New York City, representative of the National Education Association on the Commission on Life Adjustment Education for Youth, addressed the National Conference on issues and problems in developing programs for life adjustment education in local public schools. Miss Lawler called for a clear understanding by teachers and secondary school administrators of basic concepts of education for youth in our country. She asked, "Do we believe in secondary education for all the children of all the people?" If so, why do we have a 51.9 percent drop-out of the boys and girls who go to high school. "Furthermore," she pointed out, "if we wish to have all our boys and girls go to high school, then there must be certain problems of a democratic nature which all of these youth, not just a fraction of them, should be given the opportunity to explore. Some of these problem areas are: One, the ethics and moral area; two, the citizenship area; three, the communication skills area—not just reading, writing, and arithmetic, but skills which promote the democratic process."

Greatly needed by teachers and school administrators today, according to Miss Lawler, is an appreciation and new understanding of the purposes of education in today's world, the ways to teach how to meet changing social concepts, and to recognize what boys and girls of today want and need to know. "This is one of the most critical needs in the education of high-school youth today," Miss Lawler told the conference. "If a teacher recognizes a problem of a student, or a community's

educational need, no matter how simple it may be, that is the beginning of meaningful and effective education," said Miss Lawler. Speaking specifically of the large number of students who fail to complete their high-school studies, Miss Lawler said few high-school teachers have realized that so large a percentage of their students fail to graduate. The life-adjustment education program has focused Nation-wide attention upon this problem. Miss Lawler also said that many teachers have been shocked to learn the reasons so many high-school students offer for dropping out of school. "Young people need the help of teachers desperately. Their problems must be discovered and dealt with adequately by the schools, if life adjustment is to mean what it implies—adjustment of youth for life," Miss Lawler concluded.

Implications of life-adjustment education for vocational schools and classes were reviewed by Charles W. Sylvester, Assistant Superintendent of Schools for Vocational Education, Baltimore, Md. Representing the American Vocational Association and substituting for Dr. J. C. Wright, of Washington, D. C., as a member of the Commission on Life Adjustment Education for Youth, Mr. Sylvester said, "Vocational education essentially and in reality is life-adjustment education. The basic objective of vocational education is to provide adequate utilitarian education and training for youth in order that they may be prepared to earn their own livelihood and live and act as worthy, respected citizens."

"Vocational educators have recognized the importance of education to meet the needs of all youth, but they as well as the majority of other educators have done little to provide attractive, suitable, achievable and effective education for the unadjusted, the bewildered, disgusted, frustrated, low-ability, and dissatisfied youth in our schools. To educate 20 percent of our boys and girls for college and another 20 percent for the skilled occupations is not compatible with the American way of life nor in accordance with American ideals

and purposes. The 60 percent representing a cross section of youth in the United States must and can be educated and prepared to enter into remunerative employment and life's activities if the educators of our land are willing and determined to provide for them proper and adequate educational programs and facilities. Life adjustment education is the joint responsibility of general and vocational education. It is a cooperative enterprise which calls for sympathetic understanding, sound judgment, intelligent planning, a meeting of the minds, and a willingness to face reality in carrying forward the projected life adjustment education program for all." Mr. Sylvester, expressing the need for school people to keep in touch with the people they serve, recommended to all educators the operational procedures which have been developed by vocational educators in their contacts with advisory groups. "These procedures could well be applied by schools in carrying on the total life adjustment program," said Mr. Sylvester.

The same thought was expressed by Sister Mary Janet, S. C., of the Commission on American Citizenship, Catholic University, Washington, D. C. Sister Mary Janet, representing the National Catholic Welfare Conference on the Commission on Life Adjustment Education for Youth, told the conferees, "The problem of lay participation in planning programs is probably more pressing in the private school because it has been less utilized." She said, "We cannot have effective programs unless the laymen—both parents and nonparents—understand what we are trying to do. . . . If we sell it to those who have children in the schools, then they can become our agents to sell it to the rest of the world."

Sister Mary Janet spoke of the appeal of Life Adjustment Education in parochial schools. "This appeal," she said, "is probably due both to the multiplicity of problems, and to the soundness of the guiding principles of Life Adjustment Education. The most stressed of these—recognition of the inherent dignity of the human personality—is, as you know, a basic principle of the Christian philosophy which directs Catholic education.

"Programs of general education need to be developed for the attainment of those common understandings, attitudes, and habits which will lead to Christian living in all walks of life. The educational experiences provided for this purpose should be

based on the problems existing in home living, in citizenship, in work and recreational life, in labor and capital, nationalism and internationalism, government, religion, agriculture, and industry." Sister Mary Janet said the problem of educating teachers is a great one. "I think it is true to say that the programs of teacher education are as much in need of reconstruction as are those of the education of high school boys and girls," she told the Conference. "Let us try to forget all our prepossessions unwarranted, and concentrate on boys and girls and their needs in today's society," she

said in conclusion. "This is not an impractical ideal."

Discussing the issues and problems in developing programs of life-adjustment education in the States, Paul D. Collier, representing the National Association of High School Supervisors and Directors of Secondary Education on the Life Adjustment Commission, said, "As this Life Adjustment Commission comes to the end of its work, we in the States should not diminish but rather should increase our activities for improvement. Because of the work

(Continued on page 44)

Recommendations of the National Conference

THE FOURTH National Conference on Life Adjustment Education held in Chicago, Ill., October 16-18, made a number of recommendations. These recommendations in full will appear in the complete report of the Conference now in preparation. For School Life readers the following excerpts of several of the recommendations are presented.

1. That "the excellent report of the Commission" concerning the activities of the Commission during the 3-year term for which it was appointed, be accepted, and printed, after suggested editing and revision.
2. That the Commission on Life Adjustment Education for Youth be discharged with thanks and commendations for their excellent work.
3. That the Commissioner of Education of the Office of Education, Federal Security Agency, should appoint a new Commission for a period of 3 years to continue study of and to promote action programs for education of youth for life adjustment, the membership of this Commission to represent the organizations represented in the preceding Commission, with the addition of lay representation, a representative of teacher education, a representative of classroom teachers, and such other groups as the Commissioner may designate.
4. That the Commission continue to operate under the auspices of the Office of Education, Federal Security Agency. The United States Commissioner of Education is requested to assign professional personnel, representing both vocational and general education, to a continuing staff for the purpose of carrying on the work of the Commission.
5. That the function of the Commission shall be to promote action programs in all public and private secondary schools, and to coordinate the efforts of all special interest groups in education toward providing better education for American youth.
6. That the Commission promote regional and national conferences during its tenure of office.
7. That the organization of life adjustment education programs on the State level should function under the State department and/or some organized State educational authority, and should function through an advisory committee or committees which are representative of State professional education organizations, including classroom teachers, and also representatives of industry, business, agriculture, labor, parents, and other interested lay groups.
8. That the organization of working groups in life adjustment education should include representatives of both vocational and general education, and that the future Commission be guided by the Statement of Purpose outlined by the National Conference on Life Adjustment Education at Chicago in 1947.
9. That the Commissioner of Education and the Commission be guided by recommendations and suggestions presented by the Working Groups reporting at the Fourth National Conference on Life Adjustment Education for Youth at Chicago in 1950.

AN EDUCATIONAL TASK

(Continued from page 36)

out life is necessary. In waging peace, every man's opinion and action is important. Through every effective way the school and all other educational agencies should help all citizens prepare for their parts in creating peace. Forums, panels, round tables, symposiums, and many other types of discussion activities can help develop awareness, disseminate information, and inspire action in many adults. Extension of leadership and educational services to community organizations and wide use of mass media of communication can train millions more to help maintain a strong domestic front and foreign policy. Through opinion polls, community surveys, discussion groups, study commissions, conventions, and scores of other educational approaches, education can become more effective in leading to fuller participation in civic processes. In much of this the school can work cooperatively with other community organizations. The school can take an impartial role on issues while seeing that educational processes are used and trusted.

Strengthen Foundation Education

While the average adult in the United States has approximately 10 years of schooling, over 8,000,000 have finished no more than 4 years and nearly 3,000,000 admit they are illiterate. Even so, only 30,000 native-born adults are in public literacy classes according to a recent estimate.¹ In spite of the ideal of a high school education for everyone, the fact remains in this decade of building and teacher shortages that hundreds of thousands of school-age children are not in school.² Many of them grow into adulthood without becoming functionally literate. The record shows that those who do not have the opportunity to learn to read and write in youth are unlikely to have the opportunity to achieve literacy in their adult years.

In World War II, 676,300 men, age 17-38, were classified as unfit for military service because their educational performance fell below the fourth grade level. Presumably there were as many women of

similar status. Again the rejection rate is very high and reflects heavily the educational shortages of the past two decades. In a technological world, functional illiterates can add little strength either in waging peace or war. If schools would offer a fourth grade, or better, an eighth grade or high school education to every adult who fell below those levels, much effective manpower could be added to strengthen our Nation. If done locally for prospective inductees, the expense would be a small fraction of the costs of similar instruction in the armed forces.

Build Satisfying Family Life

Peace is largely a task of building better human relationships among nations and peoples. The culture within the family is the earliest and strongest influence on personality. The basic difficulties in human relations often have their roots in unsatisfactory home life. Family life education should begin at all points on the circle. Educational help should be available for parents of unborn children, infants, young children, in-school children, and adolescents as they help build better adjusted young people. Likewise educational preparation for marriage, for adjustment in marriage, and grandparent education can play their roles. Through classes, clinics, cooperative nursery schools, child care centers, mothers' clubs, discussion groups, parent-teacher study groups, family recreational and learning activities, and in many other ways the school, directly and in cooperation with other community agencies, can help build satisfying family life and human relations.

These are only a few of the ways in which the schools and other educational agencies can help a democratic people mobilize for waging peace. Other ways are available and many more will have to be invented.

Hopes for Peace Are Increasing

The concept of waging peace is not new, although it has not been dominant during the thousands of years that war has been a part of our culture. There is evidence that the democracies are beginning to learn some of the tactics and strategy of waging peace—a peace so dynamic that war will vanish as a way of solving problems. The United Nations and its special-

ized agencies are probably stronger than they have ever been. The Marshall Plan, Point IV, assistance to Korea, and other help to people in need, give further hope. The task of educational agencies in a democracy is to help with this learning. Christ, Gandhi, and others of deep insight have laid down the principles of peace. This Season offers an opportunity as never before to dedicate our professional energies to appropriate ends—the building of peace on earth and good will among men.

LIFE ADJUSTMENT

(Continued from page 43)

of this Commission, State departments have broadened and deepened their attacks on important problems. They have gained experience and 'know how' in a great variety of techniques. The growing edges of youth education have been more clearly identified. Our programs of action should become increasingly more effective."

Dr. Collier, Director of the Bureau of Youth Services, State Department of Education, Hartford, Conn., reported that 26 States approved statements for inclusion in the report of 3 years' activity by the Commission. "Never has a Commission accomplished so much in so short a time with so little funds," he said. Disclaiming credit for these accomplishments for the Commission, Dr. Collier said the American people and educators were ready for the program which the Commission spearheaded. He said Life Adjustment Education has served as a booster to on-going streams of development in marshaling and coordinating educational agencies and institutions for in-service improvement. Superior improvement has resulted from combined and coordinated efforts of local and State educators, and colleges and universities. The most effective contributions have been in those areas where real problems were identified and solved.

It was emphasized by Dr. Collier that policies on coordination are needed; that such coordination cannot be left to chance which may result in competition between and among various agencies and institutions. He pointed to the need for financial support both at local and State levels for in-service programs. "The teacher must not bear the whole burden of paying for her own service improvement," he said.

Areas in which greatest progress can be made in life-adjustment education, accord-

¹ Adult Literacy Education in the United States. Office of Education Circular No. 324, November 1950.

² Foster, E. M. Children Not in School. *The American School Board Journal*, April 1950. p. 36.

ing to Dr. Collier's report, are determined by conditions and resources within a State. A widespread attack upon numerous problems was recommended rather than a concentrated attack by all schools on one problem, such as the drop-out problem. State departments of education are urged to serve as a clearing house for information on life adjustment plans and progress.

The report on State progress in life-adjustment education stressed also that all States are faced with the need for additional and improved buildings and facilities. Redistricting problems are important ones. They are common to all States. We cannot stand by and wait for the solution of this long-term problem, however. We should start to work immediately upon a continuous plan of reorganization which should make sense in any community or State, taking into consideration factors of size, resources, and personnel.

Dr. Collier also told the National Conference that sustained support of education depends upon adult lay citizen and youth conditioning. "One of the most significant trends is the participation of lay citizens' groups in all areas and levels of education. Youth is still participating little in this phase of planning," Dr. Collier said. "The three groups—youth, teachers, and citizens, must work together to realize effective Life Adjustment Education."

In closing, Dr. Collier said, "A fundamental problem facing schools today is to build a functional program in common learnings for all children. This pattern of education should supplement that of the college-preparatory pattern which has dominated the curriculum organization in the Nation's secondary schools for so many years. United efforts in State departments of education between vocational and general education consultants have led to better common learnings in vocational and technical schools, to extension of vocational education opportunities in the comprehensive secondary school. It is no longer an either-or choice. Every youth is entitled to common learnings and to vocational education of a general character. This philosophy is leading to the extension of free public education today beyond the twelfth grade."

Commissioner of Education Earl James McGrath presided at the Fourth National Conference on Life Adjustment Education for Youth. U. S. Office of Education staff members serving on the Steering Committee of the Commission on Life Adjustment Edu-

cation are: Raymond W. Gregory, Assistant Commissioner for Vocational Education; J. Dan Hull, Assistant Director, Division of Elementary and Secondary Schools, *executive secretary*; John Dale Russell, Director, Division of Higher Education; and Galen Jones, Director, Division of Elementary and Secondary Schools, *chairman*.

Members of the Commission on Life Adjustment Education for Youth and the organizations they represented on the Commission were:

BENJAMIN C. WILLIS, *chairman*, Superintendent of Schools Buffalo, N. Y., *American Association of School Administrators*.

CHARLIE S. WILKINS, President, State Agricultural and Mechanical College, Magnolia, Ark., *American Association of Junior Colleges*.

J. C. WRIGHT, Washington, D. C., *American Vocational Association*.

PAUL D. COLLIER, Director, Bureau of Youth Services, State Department of Education, Hartford, Conn., *National Association of High School Supervisors and Directors of Secondary Education*.

FRANCIS L. BACON, Professor, School of Education, University of California, Los Angeles, Calif., *National Association of Secondary School Principals*.

M. D. MOBLEY, Director, Division of Vocational Education, State Department of Education, Atlanta, Ga., *National Association of State Directors for Vocational Education*.

Sister MARY JANET, S. C., Commission on American Citizenship, Catholic University, Washington, D. C., *National Catholic Welfare Conference*.

DEAN M. SCHWEICKHARD, State Commissioner of Education, St. Paul, Minn., *National Council of Chief State School Officers*.

MARCELLA LAWLER, Teachers College, Columbia University, New York, N. Y., *National Education Association*.

By Sight and Sound

Gertrude Broderick, Radio Education Specialist, and
Seerley Reid, Assistant Chief, Visual Aids to Education

Radio Recordings

Newest additions to the library of the Script and Transcription Exchange, Office of Education, include one 60-minute program from United Nations' Department of Public Information, and 11 out of a possible 13 musical programs from the European Cooperation Administration. All are available on free loan for periods of 2 weeks, without expense except for return insured postage. Recorded at 33 $\frac{1}{3}$ r. p. m., they are described as follows:

Year of Decision.—A 60-minute program produced by United Nations Radio, with film star John Garfield as narrator. The fourth in the documentary series "The Pursuit of Peace," as broadcast over the Mutual Network, it examines where we are, how we got here, and where we can hope to go in this atomic age. Appearing at interludes throughout the dramatization are such world authorities as Albert Einstein, J. Robert Oppenheimer, David Lilienthal, Robert M. Hutchins, and others. Actual excerpts from sessions of the United Nations Atomic Energy Commission also are featured.

Orchestras of the World.—A series of symphonic music programs recorded by out-

standing orchestras in the Marshall Plan countries, in cooperation with the European Cooperation Administration, with the underlying theme that there are no boundaries in the world of good music. Intermission commentary on each program is by correspondent Frank Gervasi, who reports on conditions in the featured country especially as they are reflected in the ECA aid program. To date programs from the following 11 countries have been received:

AUSTRIA: Vienna Philharmonic Orchestra, Rudolf Moralt, conducting

DENMARK: Danish Radio Symphonic Orchestra, Lauby Grondahl, conducting

FRANCE: National Orchestra of French Radio, Henri Thomas, conducting

GERMANY: R. I. A. S. Symphony Orchestra, Derenc Fricsay, conducting

GREAT BRITAIN: British Broadcasting Symphony Orchestra, Sir Adrian, conducting

IRELAND: Radio Eireann Symphony Orchestra, Jean Martinon, conducting

ITALY: Turin Symphony Orchestra, Mario Rossi, conducting

NORWAY: Oslo Philharmonic Orchestra, Odd Gruner-Hegge, conducting

PORTUGAL: Symphony Orchestra of the Portuguese National Radio, Pedro de Freitas Branco, conducting

SWEDEN: Swedish Radio Symphony Orchestra, Sten Frykberg, conducting

(Continued on page 47)

Aid for Schools in Federally Affected Areas

by Erick L. Lindman, Director, Division of School Assistance in Federally Affected Areas

DURING the final sessions of the 81st Congress two laws were enacted under which financial aid will be given to schools in federally affected areas, namely, Public Law 815, approved Sept. 23, 1950, which authorizes financial aid for the construction of school buildings, and Public Law 874, approved Sept. 30, 1950, which authorizes financial assistance for the operation of schools. The Congress appropriated for school construction \$21,500,000 to remain available until expended and authorized in addition contracts to be entered into in an amount not to exceed \$25,000,000. For maintenance and operation \$23,000,000 has been appropriated for the 1950-51 fiscal year.

Since the early days of the Nation the Federal Government has held nontaxable property in communities of the various States. However, it was not until World War I that "there was a heavy expansion in Federal activity in many areas, and serious problems were created for some local school districts."¹ These problems were adjusted within a short time after the war as they were not widespread or critical. World War II was global in nature and the greatest expansion of military and production activities resulted. The United States became "an industrialist, a landlord, or a businessman in many communities of the Nation without accepting the responsibility of the normal citizen in a community, because property under Federal ownership or control generally is not subject to local taxation."

In 1941, the Congress passed the "Lanham Act" which authorized the appropriation of funds to assist communities affected by the National Defense program in providing necessary facilities and services. Under this act Federal funds were made available both for the construction of schools and for school operating expenses. Financial assistance for the maintenance and operation of federally affected schools has been provided each year by the Congress since that time. It has been made

clear each year, however, that it was the intention of Congress to restrict the program and to withdraw Federal aid as soon as possible. At the same time it was evident that "a number of the Federal activities which had caused these severe prob-

lems were continuing and were being expanded in some cases, and that the affected communities would require Federal assistance for a considerable period in the future if they were to provide normal school services."

Eligibility Requirements for Current Expense Assistance

Public Law 874 establishes requirements for eligibility for Federal assistance under the following general provisions:

- (1) The Federal Government has acquired and removed from the local tax rolls since 1938 property constituting 10 percent or more of the assessed valuation of all real property in the school district.
- (2) The local school system is educating a number of children residing on Federal property or whose parents are employed on Federal property within the same State, which number of children amounts to 3 percent or more of the total average daily attendance of the district.
- (3) The local school system will experience an increase in average daily attendance *due to activities of the Federal Government* carried on directly or through a contractor, which increase amounts to 10 percent or more of the average daily attendance for the preceding three-year period.
- (4) The local school system experienced an increase in average daily attendance after June 30, 1939, and before July 1, 1950, which increase was *due to activities of the Federal Government* carried on directly or through a contractor and the portion of such increase which still exists amounts to 25 percent or more of the 1939 average daily attendance. To be eligible under categories 3 and 4 above it must also be shown that the local school system is unable to secure sufficient funds to provide education for the additional children. Eligibility requirements for local educational agencies having an average daily public school attendance in 1939 in excess of 35,000 are substantially higher than those indicated above.

Eligibility for Assistance in the Construction of Schools

Public Law 815, Title II, provides for assistance to eligible local educational agencies as follows:

- (1) With respect to children residing on Federal property and with a parent employed on Federal property, there must be at least 15 such children and a minimum of 5 percent of all in average daily attendance. A local school district is entitled to receive an amount not to exceed the estimated number of children with respect to whom it is eligible for payment multiplied by 95 percent of the average per pupil cost of constructing complete school facilities in the State.
- (2) With respect to children who reside on Federal property or who reside with a parent employed on Federal property, there must be at least 15 such children and a minimum of 5 percent of all in average daily attendance. A local school district is entitled to receive an amount not to exceed the estimated number of children with respect to whom it is eligible for payment multiplied by 70 percent of the average per pupil cost of constructing complete school facilities in the State.
- (3) With respect to children whose attendance results from activities of the United States, there must be at least 20 such children and a minimum of 10 percent of all in average daily attendance. In addition, it must be shown that an undue financial burden has been imposed on the taxing and borrowing authority of the agency. A local district is entitled to receive an amount not to exceed the estimated number of children with respect to whom it is eligible for payment multiplied by 45 percent of the average per pupil cost of constructing complete school facilities in the State.

¹ Quotations in this article are taken from House of Representatives Report No. 2287, 81st Congress, 2d sess.

After considering several bills that were introduced in the Eighty-first Congress, first session, to provide school plant facilities and current operating expenses on a uniform and permanent basis, members of the Committee on Education and Labor in the House of Representatives became convinced that the information available was insufficient to enable them to take definite action on any permanent proposal. The committee recommended a temporary continuation for one year of the maintenance and operation assistance to schools, and appointed two subcommittees to study the entire matter and make their recommendations to Congress in the second session. These subcommittees conducted field investigations in 23 locations in 16 States, receiving testimony from approximately 600 witnesses from 42 States. The subcommittees found that two types of problems existed in which Federal activities placed a financial burden on adjacent school districts as follows:

"1. Federal ownership of property reduces local tax income for school purposes.

"2. A Federal project or activity causes an influx of persons into a community, resulting in an increased number of children to be educated."

These subcommittees found that in 410 school districts in the Nation, there are 1,816,000 children in school, 738,535 more than there were in the districts before the Federal impact occurred. The 410 school districts represent, it is believed, approximately two-thirds of the federally affected school districts in the Nation. In or adjacent to such school districts, there are 136,398 children living on nontaxable Federal property who attend schools in these districts, and 23,764 children who live on Federal property and attend schools operated by the Federal agency having jurisdiction of the property. There are 137,157 additional children whose parents are employed on nontaxable Federal property attending these schools. In these school districts, there are 250 million acres of federally owned property valued at more than 131½ billion dollars. The cost of operating such schools has increased from 86 million dollars in the year before the Federal impact to 257 million dollars in the current school year, which represents an increase of 171 million dollars, or approximately 200 percent.

The two laws recently enacted by the Congress provide assistance on a per pupil

basis in average daily attendance. These laws recognize the responsibility of the United States for the impact by Federal activities upon local school systems and declare it to be the policy of the United States to provide financial assistance to such schools.

Additional limitations (see box on p. 46) include the following: (a) A child may be counted under only one of the foregoing categories; (b) the total number of children for whom a local educational agency is entitled to receive payment under (1) and (2) may not exceed the estimated total A. D. A. during the current fiscal year minus the total A. D. A. at such agency's schools during the fiscal year ending June 30, 1939; (c) the total number of children for whom a local educational agency is entitled to receive payment under (3) may not exceed the estimated total A. D. A. during the current fiscal year minus 110 percent of the total A. D. A. at the local agency's schools during the fiscal year ending June 30, 1939; and (d) additional restrictions for school districts that had an average daily attendance of over 35,000 in 1939.

A local educational agency may also apply for reimbursement for local funds used in the construction of buildings since 1939, due consideration being given to Federal contributions for such construction, less building depreciation. Such applications are to be given a lower priority rating than applications for buildings to be constructed.

The statements on eligibility above do not include all elements entering into determinations under the laws but they indicate in a general way which communities may be eligible.

Application Instructions and Forms

Application forms and instructions have been sent to Chief State School Officers for distribution to local school systems which are likely to be eligible for assistance under the terms of the acts. Representatives of the Office of Education will be available to assist Chief State School Officers in interpreting the provisions of the laws as they apply to specific situations and to consult with them and, when necessary, with local school authorities, concerning certain determinations which the United States Commissioner of Education is required to make under the law.

By Sight and Sound

(Continued from page 45)

TURKEY: Presidential Philharmonic Orchestra, Hasan Ferit Alnar, conducting

Handbook on Discussion Techniques

The Script and Transcription Exchange also has available, on request, copies of a booklet prepared by the Junior Town Meeting League as a manual to help teachers use discussion techniques. Titled *Make Youth Discussion Conscious*, the manual describes techniques which have been found to be effective for the classroom study of current affairs as well as techniques designed for assembly and radio discussion programs.

New USDA Films

The U. S. Department of Agriculture has completed and released 5 new 16mm films. Prints can be borrowed from USDA film depositories or purchased from United World Films, Inc., 1445 Park Avenue, New York 29, N. Y.

A Destructive Invader (14 min., color):—Blister rust control in Northwest.

The Greatest Good (11 min., color):—Tribute to Gifford Pinchot, conservationist.

King of the Soft Woods (15 min., color):—Blister rust control in California and Oregon.

Livestock Cooperatives (15 min., color):—Marketing livestock.

Today's Chicks (19 min., color):—Poultry raising; hatcheries.

Projectors in U. S. Public High Schools

Five out of six of all high schools in the United States now have 16mm sound projectors. In rural areas, four out of five high schools have projectors and even in the very small high schools (enrollment of less than 100) over half now have projectors. These are some of the interesting facts about visual education which are described and discussed in a new Office of Education publication *Movie Projectors in Public High Schools*, Pamphlet No. 109, available from the Superintendent of Documents. Price: 15 cents.

Facsimile of Emancipation Proclamation

A facsimile reproduction of President Lincoln's Emancipation Proclamation, on five large sheets suitable for bulletin board display or for permanent framing, together with an explanation of the background of the Proclamation and its issuance, has recently been issued by the National Archives. Copies may be purchased from the Superintendent of Documents. Price: \$1 each.

New Books and Pamphlets

Susan A. Futterer, Associate Librarian, Federal Security Agency Library

Aids to World Understanding for Elementary School Children. An Annotated Bibliography, compiled by Eva M. Dratz; presented by the Commission of International Understandings and World Peace of the Minneapolis Public Schools. Minneapolis, Minn., Minneapolis Public Schools, 1950. 47 p. Apply.

Bibliography of Railway Literature. Compiled by Association of American Railroads. Washington, D. C., The Association, 1950. 48 p. Free.

Christmas Plays for Young Actors. A Collection of Royalty Free Stage and Radio Plays, Edited by A. S. Burack. (Suitable for all age levels, Junior High and older, Intermediate, and Primary.) Boston, Plays, Inc., 1950. 308 p. \$2.75.

Connecticut Schools Today, June 1950. Hartford, Conn., Connecticut State Board of Education and Connecticut Public School Building Commission, 1950. 38 p. Illus. Apply.

Fire Safety for Teachers of Intermediate Grades. By National Commission on Safety Education and National Council for the Social Studies. Washington, D. C., National Education Association of the United States, 1950. 48 p. Illus. (Fire Safety Series, No. 2.) 50 cents.

Home Nursing Textbook. Prepared Under the Supervision of Nursing Services, American Red Cross. Philadelphia, The Blakiston Company, 1950. 235 p. Illus. Apply.

How To Help Your Child in School. By Mary and Lawrence K. Frank. New York, The Viking Press, Inc., 1950. 368 p. \$2.95.

A Manual of Cerebral Palsy Equipment. Chicago, The National Society for Crippled Children and Adults, Inc., 1950. 127 p. Illus. Apply.

A Re-Study of the Public School Building Needs of Columbus, Ohio. By John H. Herrick and Francis T. Rudy. Columbus, Ohio, Bureau of Educational Research, College of Education, Ohio State University, 1950. 117 p. Processed. Apply.

Social Living in Junior High Schools and Grades Seven and Eight of Elementary Schools. New York, Board of Education of the City of New York (110 Livingston St., Brooklyn 2), 1950. 98 p.

Selected Theses in Education

Ruth E. Strawbridge, Bibliographer, Federal Security Agency Library

THESE THESES are on file in the Education collection of the Federal Security Agency Library where they are available for interlibrary loan.

A Comparative Study of Accident-Repeaters and Accident-Free Pupils. By Sidney B. Birnbach. Doctor's, 1947. New York University. 134 p. ms.

Compares the home, health, social, and emotional adjustment of 103 pupils from Hawthorne Junior High School, Yonkers, N. Y. Concludes that children who are well adjusted emotionally and in the home have fewer accidents.

The High School Records of Students from Elementary School Single and Double Grade Classrooms. A Comparative Study of the Achievement Scores of Two Matched Groups in an Urban High School. By Guy L. Quinn. Doctor's, 1948. New York University. 204 p. ms.

Covers a 12-year period, from 1934-45, and concludes that students in the double-grade classrooms do as well as students in the single-grade classrooms.

The Influence of the Group on the Judg-

ments of Children: An Experimental Investigation. By Ruth W. Berenda. Doctor's, 1948. Teachers College, Columbia University. 86 p.

Describes four experiments in an attempt to analyze the effect that group pressure has on judgments of children between the ages of 7 and 13.

The Living Newspaper: A Study of the Nature of the Form and Its Place in Modern Social Drama. By Marjorie L. P. Dycke. Doctor's, 1947. New York University. 167 p. ms.

Traces the history of the living newspaper which was developed by the New York area of the Federal Theater Project, 1935-39, as a form of documentary theater. Indicates that the living newspaper technique has a future in the United States.

Moral Values and Secular Education. By Robert E. Mason. Doctor's, 1949. Columbia University. 155 p.

Discusses the emergence of the secular school in America; and the development of moral values.

Problems and Emotional Difficulties of Negro Children as Studied in Selected Communities and Attributed by Parents and Children to the Fact That They Are Negro. By Regina M. Goff. Doctor's, 1948. Teachers College, Columbia University. 93 p.

Studies 90 children in New York City, and 60

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